House of Representatives



General Assembly

File No. 642

January Session, 2007

Substitute House Bill No. 6983

House of Representatives, April 30, 2007

The Committee on Judiciary reported through REP. LAWLOR of the 99th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT CONCERNING THE ENFORCEMENT OF CERTAIN PROFESSIONAL AND OCCUPATIONAL LICENSING, CERTIFICATION AND REGISTRATION LAWS.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Subsection (c) of section 20-332 of the general statutes is
- 2 repealed and the following is substituted in lieu thereof (Effective
- 3 October 1, 2007):
- 4 (c) If, after a hearing in accordance with the regulations adopted by
- 5 the Commissioner of Consumer Protection, it appears that the
- 6 provisions of this chapter or the regulations adopted under this
- 7 chapter have been violated, in addition to the penalties in this chapter,
- 8 the appropriate examining board, or the commissioner or the
- 9 <u>commissioner's authorized agent,</u> shall report such violation to the
- office of the state's attorney for the [superior court for the] judicial
- 11 district in which such violation occurred.
- 12 Sec. 2. Section 20-341 of the general statutes is repealed and the

13 following is substituted in lieu thereof (*Effective October 1, 2007*):

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(a) Any person who engages in or practices the work or occupation for which a license is required by this chapter without having first obtained an apprentice permit or a certificate and license for such work, or who wilfully employs or supplies for employment a person who does not have a certificate and license for such work, or who wilfully and falsely pretends to qualify to engage in or practice such work or occupation, or who engages in or practices any of the work or occupations for which a license is required by this chapter after the expiration of [his] such person's license, or who violates any other provision of this chapter, Junless the penalty is otherwise specifically prescribed, shall be fined not more than two hundred dollars for each such violation shall be guilty of a class B misdemeanor, provided no criminal charges shall be instituted against such person pursuant to this subsection unless the work activity in question is reviewed by the Commissioner of Consumer Protection, or the commissioner's authorized agent, and the commissioner or such agent specifically determines that such work activity requires a license and is not a bona fide dispute between persons engaged in any trade or craft, whether licensed or unlicensed. Notwithstanding the provisions of subsection (d) of section 53a-29 and subsection (d) of section 54-56e, if the court determines that such person cannot fully repay any victims of such person within the period of probation established in subsection (d) of section 53a-29 or subsection (d) of section 54-56e, the court may impose probation for a period of not more than five years. The penalty provided in this subsection shall be in addition to any other penalties and remedies available under this chapter or chapter 416.

(b) The appropriate examining board or the Commissioner of Consumer Protection may, after notice and hearing, impose a civil penalty on any person who engages in or practices the work or occupation for which a license or apprentice registration certificate is required by this chapter, chapter 394 or chapter 482 without having first obtained such a [certificate or] license or certificate, or who wilfully employs or supplies for employment a person who does not

have such a license or certificate or who wilfully and falsely pretends to qualify to engage in or practice such work or occupation, or who engages in or practices any of the work or occupations for which a license or certificate is required by this chapter, chapter 394 or chapter 482 after the expiration of the license or certificate or who violates any of the provisions of this chapter, chapter 394 or chapter 482 or the regulations adopted pursuant thereto. Such penalty shall be in an amount not more than one thousand dollars for a first violation of this subsection, not more than one thousand five hundred dollars for a second violation of this subsection and not more than three thousand dollars for each violation of this subsection occurring less than three years after a second or subsequent violation of this subsection, except that any individual employed as an apprentice but improperly registered shall not be penalized for a first offense.

- (c) If an examining board <u>or the Commissioner of Consumer Protection</u> imposes a [fine or] civil penalty under the provisions of <u>subsection (b) of</u> this section as a result of a violation initially reported by a municipal official, the commissioner shall, not less than sixty days after collecting such [fine or] <u>civil</u> penalty, remit one-half of the amount collected to such municipality.
- (d) A violation of any of the provisions of this chapter shall be deemed an unfair or deceptive trade practice under subsection (a) of section 42-110b.
- (e) This section shall not apply to any person who (1) holds a license issued under this chapter, chapter 392 or chapter 482 and engages in incidental work in an occupation for which a different license is required, or (2) engages in work that is not licensable, including any of the following activities: (A) The unloading or hoisting of any material related to work for which a license is required; (B) millwright work, including the dismantling, placing, erecting, assembling, aligning, leveling and adjusting of all machinery, apparatus, devices and component parts of gas and steam turbine powertrains and equipment; (C) carpentry work, including the installation and replacement of

safety-backed mirror products, glass or metal railing assemblies or 80

- architectural louvers; and (D) the installation and replacement of 81
- 82 aeration and odor control systems in water and waste water treatment
- facilities. 83
- 84 Sec. 3. Section 21a-8 of the general statutes is repealed and the
- 85 following is substituted in lieu thereof (*Effective October 1, 2007*):
- (a) The Department of Consumer Protection shall have the 86
- 87 following powers and duties [,] with regard to each board or
- 88 commission transferred to the Department of Consumer Protection
- 89 under section 21a-6:
- 90 (1) The department shall control the allocation, disbursement and
- 91 budgeting of funds appropriated to the department for the operation
- 92 of each board or commission transferred to said department.
- 93 (2) The department shall employ and assign such personnel as the
- 94 commissioner deems necessary for the performance of each [board]
- 95 board's or commission's functions.
- 96 (3) The department shall perform all management functions,
- 97 including purchasing, bookkeeping, accounting, payroll, secretarial,
- 98 clerical, record-keeping and routine housekeeping functions.
- 99 (4) The department shall conduct any necessary review, inspection
- 100 or investigation regarding qualifications of applicants for licenses or
- 101 certificates, possible violations of statutes or regulations, accreditation
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- of schools, disciplinary matters and the establishment of regulatory
- 103 policy, and make recommendations to the appropriate board or
- 104 commission. In connection with any such investigation, the
- 105 Commissioner of Consumer Protection, or the commissioner's
- 106 authorized agent, may administer oaths, issue subpoenas, compel
- 107 testimony and order the production of books, records and documents.
- 108 If any person refuses to appear, to testify or to produce any book,
- 109 record or document when so ordered, a judge of the Superior Court
- 110 may make such order as may be appropriate to aid in the enforcement

111 of this section.

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- 112 (5) The department shall administer any examinations necessary to 113 ascertain the qualifications of applicants for licenses or certificates and 114 shall issue licenses or certificates to qualified applicants. The 115 department shall maintain rosters of licensees or registrants [updated] 116 and update such rosters annually, and may provide copies of such 117 rosters to the public for an appropriate fee.
- 118 (6) The department shall conduct any necessary investigation and 119 follow-up in connection with complaints regarding persons subject to 120 regulation or licensing by the board or commission.
 - (7) The department shall perform any other function necessary to the effective operation of the board or commission and not specifically vested by statute in the board or commission.
 - (8) The department shall receive complaints concerning the work and practices of persons licensed, registered or certified by such boards or commissions and shall receive complaints concerning unauthorized work and practice by persons not licensed, registered or certified by such boards or commissions. The department shall distribute monthly a list of all complaints received within the previous month to the chairperson of the appropriate board or commission. The department shall screen all complaints and dismiss any in which the allegation, if substantiated, would not constitute a violation of any statute or regulation. The department shall distribute notice of all such dismissals monthly to the chairperson of the appropriate board or commission. The department shall investigate any complaint in which the allegation, if substantiated, would constitute a violation of a statute or regulation under its jurisdiction. In conducting the investigation, the commissioner may seek the assistance of a member of the appropriate board, an employee of any state agency with expertise in the area, or if no such member or employee is available, a person from outside state service licensed to perform the work involved in the complaint. Board or commission members involved in an investigation shall not proceedings participate in disciplinary resulting from such

investigation. The Commissioner of Consumer Protection may dismiss a complaint following an investigation if the commissioner determines that such complaint lacks probable cause. Notice of such dismissal shall be given only after approval by the chairperson of the appropriate board or commission. The commissioner may authorize a settlement if the settlement is approved by the complainant, the practitioner, and the board or commission. The commissioner may bring a complaint before the appropriate board or commission for a formal hearing if [he] the commissioner determines that there is probable cause to believe that the offense alleged in the complaint has been committed and that the practitioner named in the complaint was responsible. The commissioner, or the commissioner's authorized agent, shall have the power to issue subpoenas to require the attendance of witnesses or the production of records, correspondence, documents or other evidence in connection with any hearing of a board or commission. All dispositions and final decisions by the Department of Consumer Protection after an investigation into a complaint has begun shall be forwarded to the chairperson of the appropriate board or commission on a monthly basis.

- (9) The department may contract with a third party, if the commissioner deems it necessary and if the appropriate board or commission consents, to administer licensing examinations and perform all attendant administrative functions in connection with such examination and to monitor continuing professional education requirements, and may require the payment of a fee to such third party.
- (b) The Commissioner of Consumer Protection shall have the
 following powers and duties with regard to each board or commission
 transferred to the Department of Consumer Protection under section
 21a-6:
- 174 (1) The commissioner may, in the commissioner's discretion, issue 175 an appropriate order to any person found to be violating any statute or 176 regulation within the jurisdiction of such board or commission

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providing for the immediate discontinuance of the violation or requiring the violator to make restitution for any damage caused by the violation, or both. The commissioner may, through the Attorney General, petition the superior court for the judicial district in which the violation occurred, or in which the person committing the violation resides or transacts business, for the enforcement of any order issued by the commissioner under this subdivision and for appropriate temporary relief or a restraining order. The commissioner shall certify and file in the court a transcript of the entire record of the hearing or hearings, including all testimony upon which such order was made and the findings and orders made by the commissioner. The court may grant such relief by injunction or otherwise, including temporary relief, as the court deems equitable and may make and enter a decree enforcing, modifying and enforcing as so modified, or setting aside, in whole or in part, any order of the commissioner issued under this subdivision.

(2) The commissioner may conduct hearings on any matter within the statutory jurisdiction of such board or commission. Such hearings shall be conducted in accordance with chapter 54 and the regulations established pursuant to subsection (a) of section 21a-9, as amended by this act. In connection with any such hearing, the commissioner may administer oaths, issue subpoenas, compel testimony and order the production of books, records and documents. If any person refuses to appear, testify or produce any book, record or document when so ordered, a judge of the Superior Court may make such order as may be appropriate to aid in the enforcement of this subdivision.

(3) In addition to any other action permitted under the general statutes, the commissioner may, upon a finding of any cause specified in subsection (c) of section 21a-9, as amended by this act: (A) Revoke or suspend a license, registration or certificate; (B) issue a letter of reprimand to a practitioner and send a copy of such letter to a complainant or to a state or local official; (C) place a practitioner on probationary status and require the practitioner to (i) report regularly to the commissioner on the matter which is the basis for probation, (ii)

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211 <u>limit the practitioner's practice to areas prescribed by the</u>

- 212 <u>commissioner</u>, or (iii) continue or renew the practitioner's education
- 213 <u>until the practitioner has attained a satisfactory level of competence in</u>
- 214 any area which is the basis for probation. The commissioner may
- 215 <u>discontinue</u>, suspend or rescind any action taken under this
- 216 subdivision.
- Sec. 4. Section 21a-9 of the general statutes is repealed and the
- following is substituted in lieu thereof (*Effective October 1, 2007*):
- 219 (a) With regard to the boards and commissions within the
- 220 Department of Consumer Protection, the Commissioner of Consumer
- 221 Protection (1) shall adopt uniform rules of procedure, consistent with
- chapter 54, for hearings and other proceedings to be conducted by the
- boards or commissions or by the commissioner and for the giving of
- 224 notice to persons affected by such proceedings, and (2) may, where
- 225 authorized by statute, adopt regulations regarding any subject within
- 226 the jurisdiction of a board or commission.
- (b) Any rules of procedure and regulations adopted pursuant to this
- section shall be adopted in accordance with chapter 54. No regulation
- shall be adopted pursuant to this section until the appropriate board or
- 230 commission has had reasonable opportunity to review the proposed
- regulation and to offer comments thereon.
- 232 (c) Each such board or commission may act in accordance with the
- provisions of subdivision (7) of section 21a-7, and the commissioner
- 234 may act in accordance with the provisions of subdivision (3) of
- subsection (b) of section 21a-8, as amended by this act, in the case of a
- 236 practitioner who: (1) Engages in fraud or material deception in order to
- 237 obtain a license, registration or certificate issued by the board or
- commission or to aid another in obtaining a license, registration or
- 239 certificate issued by the board or commission; (2) performs work
- beyond the scope of the license, registration or certificate issued by the
- 241 board or commission; (3) illegally uses or transfers a license,
- registration or certificate issued by the board or commission; (4)
- 243 performs incompetent or negligent work; (5) makes false, misleading

or deceptive representations to the public; (6) has been subject to

disciplinary action similar to that specified in subdivision (7) of section 21a-7 or subdivision (3) of subsection (b) of section 21a-8, as amended by this act, by a duly authorized professional agency of the United

- 248 States, any state within the United States, the District of Columbia, a
- 249 United States possession or territory or a foreign jurisdiction; or (7)
- 250 violates any provision of the general statutes or any regulation
- 251 established thereunder, relating to the practitioner's profession or
- 252 occupation.

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- 253 (d) As used in chapters 390, 391, 392, 393, 394, 396, 400g, 400j, 482 and 400*l*:
- 255 (1) "Certificate" includes the whole or part of any Department of 256 Consumer Protection permit which the department issues under 257 authority of the general statutes and which (A) authorizes practice of 258 the profession by certified persons but does not prohibit the practice of 259 the profession by others, not certified, (B) prohibits a person from 260 falsely representing that such person is certified to practice the 261 profession unless the person holds a certificate issued by the 262 department, and (C) requires as a condition of certification that a 263 person submit specified credentials to the department which attest to 264 qualifications to practice the profession.
 - (2) "License" includes the whole or part of any Department of Consumer Protection permit, approval, or similar form of permission which the department issues under authority of the general statutes and which requires (A) practice of the profession by licensed persons only, (B) demonstration of competence to practice by examination or other means and meeting of certain minimum standards, and (C) enforcement of standards by the department or regulatory board or commission.
 - (3) "Registration" includes the whole or part of any <u>Department of Consumer Protection</u> permit which the department issues under authority of the general statutes and which (A) requires persons to place their names on a list maintained by the department before they

can engage in the practice of a specified profession or occupation, (B) does not require a person to demonstrate competence by examination or other means, and (C) may be revoked or suspended by the commissioner for cause.

This act shall take effect as follows and shall amend the following				
sections:				
Section 1	<i>October 1, 2007</i>	20-332(c)		
Sec. 2	<i>October 1, 2007</i>	20-341		
Sec. 3	October 1, 2007	21a-8		
Sec. 4	October 1, 2007	21a-9		

JUD Joint Favorable Subst.

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The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either chamber thereof for any purpose:

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 08 \$	FY 09 \$
Consumer Protection, Dept.;	GF - Revenue	Potential	Potential
Judicial Dept.	Gain	Minimal	Minimal
Judicial Dept.(Probation);	GF - Cost	Potential	Potential
Correction, Dept.		Minimal	Minimal

Note: GF=General Fund

Municipal Impact: None

Explanation

The Department of Consumer Protection (DCP) could experience a minimal revenue gain, since violations of this bill are subject to the Connecticut Unfair Trade Practices Act (CUTPA). In FY 06, CUTPA revenue was \$384,209 for violations of all types.

Any revenue to the Judicial Department from criminal fines imposed under the bill, or marginal costs for incarceration and/or probation supervision in the community as a result of the bill would be minimal.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to the number of violations. Potential revenues would remain constant into the future since they are set by statute.

OLR Bill Analysis sHB 6983

AN ACT CONCERNING THE ENFORCEMENT OF CERTAIN PROFESSIONAL AND OCCUPATIONAL LICENSING, CERTIFICATION AND REGISTRATION LAWS.

SUMMARY:

This bill gives the commissioner of the Department of Consumer Protection (DCP) the same power currently held by the DCP professional and occupational licensing boards to hold disciplinary hearings, issue disciplinary orders, impose civil fines, and in other ways discipline holders of certain occupational and professional licenses. Under the bill, discipline may be meted out by either the commissioner or a licensing board or commission.

In addition to changes that affect all trade and professional boards and commissions within DCP, the bill increases the penalties for violating the occupational licensing law governing certain trades. It (1) requires the commissioner, as the law currently requires the occupational licensing boards, to refer certain matters for criminal prosecution; (2) increases the criminal penalty for certain violations of the licensing law; and (3) makes any violation of the occupational licensing law an unfair trade practice.

EFFECTIVE DATE: October 1, 2007

BOARDS AND COMMISSIONS AFFECTED

The bill affects the following boards and commissions:

- 1. Architectural Licensing Board;
- 2. Examining Boards for Electrical Work; Plumbing and Piping Work; Heating, Piping, Cooling, and Sheet Metal Work; Elevator Installation, Repair and Maintenance Work; Fire

Protection Sprinkler Systems Work; and Automotive Glasswork and Flat Glasswork;

- 3. Commission of Pharmacy;
- 4. State Board of Landscape Architects;
- 5. State Board of Examiners for Professional Engineers and Land Surveyors;
- 6. Connecticut Real Estate Commission;
- 7. Connecticut Real Estate Appraisal Commission;
- 8. State Board of Examiners of Shorthand Reporters;
- 9. Liquor Control Commission; and
- 10. Home Inspection Licensing Board.

DISCIPLINE

Currently, only the licensing boards and commissions may discipline credential holders. They have all of the same powers the bill gives to the DCP commissioner. The bill empowers the commissioner to impose discipline without referring cases to the boards.

Grounds for Discipline

The bill authorizes the commissioner to enforce licensing requirements by imposing sanctions if a credential holder has:

- 1. engaged in fraud or material deception to obtain a credential or help another to obtain one;
- 2. worked outside of the scope of a credential;
- 3. illegally used or transferred a credential;
- 4. performed incompetent or negligent work;
- 5. made false, misleading, or deceptive representations about

work to be done;

6. has been the subject of a disciplinary action in another jurisdiction; or

7. violated any statute or regulation related to the credential holder's trade or profession.

Hearings

The bill requires the DCP commissioner to adopt regulations establishing uniform procedural rules for the hearings he holds on matters within the jurisdiction of a licensing board or commission. The law prohibits adopting regulations until the appropriate licensing board or commission has had reasonable opportunity to review them and to offer comments. The bill authorizes the commissioner to hold hearings on matters within the jurisdiction of a licensing board or commission. Hearings must be held in accordance with the Uniform Administrative Procedure Act. The bill authorizes the commissioner to administer oaths, issue subpoenas, compel testimony, and order the production of books, records, and other documents. It authorizes the court to issue enforcement orders compelling compliance.

DCP Enforcement Orders

The bill authorizes the DCP commissioner to order anyone found violating a law within the jurisdiction of a licensing board or commission to stop immediately, to require the violator to pay restitution for damage caused by the violation, or both. It allows the commissioner, through the attorney general, to seek temporary or permanent enforcement orders in court. It requires the commissioner to certify and file a complete transcript of the entire record of the hearing, including testimony, findings, and orders. The bill authorizes the court to grant relief, including temporary relief, as it deems equitable and to issue a decree enforcing, modifying, or setting aside all or part of the commissioner's order.

Disciplinary Powers

The bill authorizes the consumer protection commissioner, after a

hearing, to:

1. revoke or suspend a license, registration, or permit;

- 2. issue letters of reprimand, place licensees, registrants, or permittees on probation;
- 3. place licensees, registrants, or permittees on probation and (a) require them to report regularly, (b) restrict the types of work they may perform, or (c) require them to continue their education.

OCCUPATIONAL LICENSING BOARDS

The bill increases the penalties for violating the laws overseen by the occupational licensing boards. They are the: Examining Boards for Electrical Work; Plumbing and Piping Work; Heating, Piping, Cooling, and Sheet Metal Work; Elevator Installation, Repair and Maintenance Work; Fire Protection Sprinkler Systems Work; and Automotive Glasswork and Flat Glasswork.

Criminal Penalties for Violating the Occupational Licensing Law

The bill requires the commissioner, as the law currently requires the occupational licensing boards, to refer matters for criminal prosecution if, after hearing, it appears that the licensing law has been violated. It prohibits criminal charges from being instituted unless the consumer protection commissioner or his agent has reviewed the work activity and specifically determined that (1) the activity must be done by a licensed individual and (2) the issue is not a bona fide dispute between people engaged in a trade or craft, whether or not they hold a license.

It also increases the criminal penalty for violating the licensing law overseen by these boards. Under current law, the penalty is a fine of \$200 per violation for:

- 1. working without a license or apprentice permit;
- 2. willfully employing, or supplying for employment, someone who does not have a license or apprentice permit;

- 3. willfully pretending to qualify for a license or permit;
- 4. working after the expiration of a license or permit; or

5. violating any other provision of the licensing law.

The bill makes anyone who violates any of the prohibited acts guilty of a class B misdemeanor, which is punishable by up to six months imprisonment, a fine of up to \$1,000, or both. If the court imposes restitution and determines that a contractor cannot fully repay a victim within the normal probationary period (up to two years for a class B misdemeanor), the law authorizes the court to impose a probationary period of up to five years. The bill provides that this criminal penalty is in addition to any other administrative penalties that may be imposed by the DCP commissioner or the licensing boards.

Administrative Penalties for Violating the Occupational Licensing Law

The law authorizes the licensing boards to impose civil fines on the same grounds that a criminal fine may be imposed. The fines are: (1) up to \$1,000 for a first offense, (2) up to \$1,500 for a second violation, and (3) up to \$3,000 for subsequent violations occurring less than three years after the previous violation. The law provides that improperly registered apprentices may not be penalized for a first offense. The bill gives the DCP commissioner the same power to impose the fines. It requires him, as the law requires the licensing boards, to send to a municipality half the amount of a civil penalty imposed on a licensee as a result of a violation initially reported by a municipality.

Violations Deemed to Be Unfair Trade Practices

The bill makes it an unfair trade practice to violate any of the occupational licensing laws.

Exemptions

The bill exempts from the penalty provisions anyone who engages in incidental work in an occupation for which a different license is required if they are licensed (1) by one of the occupational licensing

boards, (2) as real estate brokers and salespersons, or (3) well drillers. It also exempts "work that is not licensable," including:

- 1. the unloading or hoisting of a material related to work for which a license is required;
- 2. millwright work, including dismantling, placing, erecting, assembling, aligning, leveling, and adjusting machinery, apparatus, devices, and components of gas and steam turbine powertrains and equipment;
- 3. carpentry, including the installation and replacement of safetybacked mirrors products, glass, or metal railing assemblies or architectural louvers; and
- 4. installation and replacement of aeration and odor control systems in water and wastewater treatment facilities.

BACKGROUND

Connecticut Unfair Trade Practices Act (CUTPA)

The law prohibits businesses from engaging in unfair and deceptive acts or practices. CUTPA allows the DCP commissioner to issue regulations defining what constitutes an unfair trade practice, investigate complaints, issue cease and desist orders, order restitution in cases involving less than \$5,000, enter into consent agreements, ask the attorney general to seek injunctive relief, and accept voluntary statements of compliance. The act also allows individuals to sue. Courts may issue restraining orders; award actual and punitive damages, costs, and reasonable attorneys fees; and impose civil penalties of up to \$5,000 for willful violations and \$25,000 for violation of a restraining order.

Relationship between DCP and its Boards and Commissions

State law establishes a uniform system for DCP and its boards and commissions, which have the power to determine who qualifies for a license and to enforce standards by disciplining licensees. The law establishes DCP's duties to the boards, which include receiving

complaints, carrying out investigations, and performing administrative tasks, such as physically issuing licenses and renewals.

Related Bills

HB 1041 (File 143) is identical except that it does not (1) require the consumer protection commissioner or designee to review cases before they are referred for criminal charges or (2) establish the exemptions from the penalty provisions.

HB 1043 (File 144) makes the same increase in the criminal penalty for violating the occupational licensing law.

COMMITTEE ACTION

Judiciary Committee

Joint Favorable Substitute Yea 37 Nay 2 (04/13/2007)